Community Services Policy Manual

1700 Series

DOE BIL Policy

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1701 – SERIES PURPOSE

PURPOSE

BIL (Bipartisan Infrastructure Law) is a multiyear stimulus grant that is available to the Michigan Weatherization network in addition to annual formula funds. In general, the funds follow the same rules as DOE WAP funds and will follow the rules outlined in the CSPM 600 series. Any exceptions to CSPM 600 or BIL specific rules are outlined in this series. When seeking allowabilities in the BIL program, please refer to both the CSPM 600 and 1700 series.

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1702 – MULTIYEAR MANAGEMENT OF GRANTS

REFERENCES

Weatherization Program Notice BIL 22-1

PURPOSE

BIL is a multiyear grant that requires multiyear planning from MDHHS-BCAEO. For that reason, there will be different grant management aspects to consider for Grantees.

POLICY

BIL State Plan

MDHHS-BCAEO submitted a multiyear State Plan to DOE that included a 5-year plan identifying the following:

- Program Management: Evaluation of current staffing levels and identification of needed positions to either hire or contract out, needed state-level positions for training, monitoring and oversight expansion, procurement and Buy America requirements and Davis-Bacon management.
- Subgrantee Network: Plans on how to manage the Subgrantee Network and consideration of adding local organizations.
- Production and Expenditures: Discuss the approach on how the Subgrantee Network will meet the identified BIL production and expenditures targets along with the Administration BIL goals - to reduce carbon emissions, provide good paying jobs, and reduce Greenhouse Gas (GHG) emissions.
- Training: The Training & Technical Assistance (T&TA) Plan must detail the
 required or needed MDHHS-BCAEO staff and Subgrantee network training to
 ramp up the workforce to perform the weatherization work along with the other
 elements identified within Training & Technical Assistance Approach and
 Activities guidance of the DOE Application Instructions. MDHHS-BCAEO was
 strongly encouraged to include in the T&TA plan a transition to high quality jobs
 and DOE encourages applicants to work with labor organizations to meet the
 demand for workers.
- Monitoring: With the BIL funds, MDHHS-BCAEO is responsible to expand its monitoring and oversight of the Subgrantees. The monitoring plan must address the expansion along with addressing the specific requirements within WPN 20-4: Weatherization Assistance Program Monitoring Procedures.

MDHHS-BCAEO used agency feedback from surveys and the PY22 Formula Service plan to drive the data in the submission.

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The average cost per unit (ACPU) expenditure limit will remain the same throughout the expenditure of BIL grants and the life of the grant. See ACPU section below for additional information.

Allocations to Grantees

DOE intends to obligate the BIL funds based on the following milestones:

- 15% of total allocation will be granted at time of initial award (after submission and approval of the MDHHS-BCAEO budget submission to DOE).
- 35% of total allocation will be granted upon DOE approval of the MDHHS-BCAEO Plan that identifies planned quarterly milestones over entire the 5-year period of performance (due by October 1, 2022).
- Balance of total allocation (50%) is based on the Michigan WAP network demonstrating progress in meeting expenditures goals, production targets and reporting requirement compliance. Demonstrated progress is defined as:
 - 30% of all units estimated to be weatherized in the approved State Plan are weatherized.
 - MDHHS-BCAEO has been fulfilling its monitoring and inspection protocol as part of its approved annual State Plan.
 - MDHHS-BCAEO is monitoring local agencies at least once each year to determine compliance with programmatic, financial, and technical policies and guidelines.
 - At least 5% of the completed units are inspected by the MDHHS-BCAEO Quality Control Inspection (QCI-Technical Monitoring) staff during the course of the year.
 - Local quality control efforts are in place. MDHHS-BCAEO progress reports to DOE are acceptable, submitted in accordance with grant requirements, including being on time and accurate.
 - Monitoring reviews by DOE confirm acceptable performance.

If DOE's review reveals deficiencies, such as funds not disbursed, insufficient technical monitoring, or failure to meet reporting requirements, DOE reserves the right to place a hold on current balances and withhold funding from the Michigan WAP network until deficiencies are corrected. With the significant funding increase, Grantees should expect more frequent monitoring by DOE. DOE will conduct periodic progress reviews to assess compliance with Program requirements. These reviews will include monitoring of MDHHS-BCAEO and Grantee performance as well. DOE will also conduct technical assistance visits to assist MDHHS-BCAEO and Grantees in meeting performance requirements.

Since BIL funding dispersal is dependent on the goals above, MDHHS-BCAEO will utilize the progress toward the milestones listed above to determine adjustments to allocations of BIL funds to Grantees that may deviate from the original planned amounts. Allocations will be adjusted regularly and will not follow the allocation percentage as strictly as Formula funds.

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MDHHS-BCAEO plans to add additional Grantees in Michigan to ensure full coverage of the state and maximize the number of clients served.

Maximum Allowable Average Cost Per Unit (ACPU)

ACPU expenditure of financial assistance provided under WAP for labor, weatherization materials, and related matters cannot exceed \$6,500, as adjusted (see, 10 CFR §440.18(a) and (c)). The adjusted average for BIL grants is determined by using the percentage increase in the Consumer Price Index (CPI) (all items, United States city average) for FY 2021or 3 percent, whichever is less. The percentage increase in the CPI for the previous 12-month period (September 2020 – September 2021) was 5.4%. Therefore, the adjusted average expenditure limit for at the time of the BIL grants is \$8,009. This average includes units computed in a multifamily building of 5 units or greater.

The allowable expenditure for the entirety of the BIL grant for the average expenditure limit will be \$8,009.

DOE notes that the BIL will significantly increase the DOE portion of funding for local weatherization efforts. With these additional funds, it is expected that each State and Grantee will develop and implement production plans, including hiring and training staff and contractors, over the first 18 months to prepare for meeting the BIL goals and expectations. For that reason, it is expected that the ACPU is higher in the first two years of the project period and becomes lower as production increases in the subsequent years.

5-Year Grants

DOE's initial BIL grant is for 5 years with MDHHS-BCAEO. If the entire project is not completed in that time and a new grant is issued, that grant cannot include carryover funding from any previous project period. Therefore, funds remaining from the previous project periods will be de-obligated and reapportioned by the Office of Management and Budget. They will then be re-obligated using the formula to all States and Territories.

DOE strongly recommends Grantees plan to execute the funding and complete most of the retrofits within in 5-year timeframe of receipt of the funding, providing relief from high energy burden through savings and improvements to the homes of low income families in the most disadvantaged communities in the country.

UNALLOWABLE COSTS

Program funds may not be used to support or oppose union organizing, whether directly or as an offset for other funds.

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1703 – SEPARATE FINANCIAL TRACKING, MONITORING AND REPORTING FOR BIL FUNDING

REFERENCES

Weatherization Program Notice 21-1

PURPOSE

With the addition of the BIL grants, Grantees will now have two DOE funding streams (Formula and BIL) on different timelines to manage and make sure they are actively working to meet their quarterly production and expenditure milestones.

POLICY

Separate Tracking, Monitoring and Reporting

An important consideration in the execution of WAP BIL funding is ensuring it is tracked, monitored and reported on separately from WAP annual (formula) appropriations funding. MDHHS-BCAEO requires DOE BIL funds to be tracked in a separate account from DOE Formula funds, reported on a separate SOE, and managed as a separate program in the MDHHS-BCAEO selected database.

Grantees must segregate the obligations and expenditures related to funding under the BIL. Financial and accounting systems should be revised as necessary to segregate, track, and maintain these funds apart and separate from other revenue streams. With the exception of DOE WAP annual formula funds, BIL funds can be used in conjunction with other funding sources as necessary to complete projects but tracking and reporting must be separate from other funding sources to meet the reporting requirements of the BIL and OMB Guidance. Since outreach and intake is often done by staff who charge time to multiple grants, the energy audit is the earliest part of the Weatherization job process that could define if a job will be charged to BIL or DOE Formula. If the audit is charged to BIL, then that job must remain a BIL job with no future billings to DOE Formula, and vice versa.

In general, DOE BIL and DOE Formula funds may not be mixed on any Weatherization job. The exception to this rule is the WRF cost category. A job that has received DOE WRF funds may either receive DOE BIL funds or DOE formula funds for its Weatherization work.

Braiding Funds with BIL

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For information's sake in determining whether or not to bid on future grants, see the table below for funds that may or may not be combined:

WAP BIL Grant	WAP Formula Grants
Grantees can weatherize a home using the WAP BIL grant funds WITH one of the	Grantees can weatherize a home using
following grants that was generated from	tron regular armaar B G E VV tr grant
the BIL (if awarded):	funds WITH one of the following grants
BIL Sustainable Energy Resources	that was generated from the WAP annual
for Consumers (SERC) Grant	appropriation (if awarded):
 BIL Enhancement and Innovation 	SERC Grant
(E&I) Grant	E&I Grant
	Community Scale Grant

UNALLOWABLE COSTS

Program funds may not be used to support or oppose union organizing, whether directly or as an offset for other funds.

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1704 – DAVIS-BACON ACT (DBA) REQUIREMENTS

REFERENCES

- Bipartisan Infrastructure Law (BIL)
- Weatherization Program Notice BIL 22-1

PURPOSE

"Section 41101" of the BIL referenced in subpart (b), is an application of the Davis-Bacon prevailing wage requirement. Accordingly, any **BIL-funded weatherization work on multifamily buildings with no fewer than 5 units** will be required to pay wages to all laborers and mechanics engaged in the construction, alteration, or repair of those multifamily buildings (whether employed by a contractor or subcontractor) wages "at rates not less than those prevailing on similar projects in the locality, as determined by the Secretary of Labor."

The Department of Energy (DOE) will issue additional guidance regarding these prevailing wage requirements—particularly around methods of reporting compliance with the prevailing wage requirement—as soon as it is available.

In the interim, Grantees must ensure that they will incorporate Davis-Bacon requirements into their program management and accounting/tracking systems to ensure all laborers and mechanics employed by contractors and subcontractors on multifamily building projects with not fewer than 5 units funded directly by or assisted in whole or in part by and through the Federal Government pursuant to the BIL shall be paid wages at rates not less than those prevailing on projects of a character similar in the locality as determined by the Secretary of Labor.

Until further guidance is released by DOE, the policy around Davis-Bacon requirements during ARRA is outlined below (with grant appropriate updates made) to give Grantees an idea of the process to maintain Davis-Bacon Act (DBA) compliance. The process will possibly adjust or look different when DOE releases further guidance.

POLICY

Cost Effectiveness (SIR) Determinations

Under 10 CFR 440.21(d), each individual weatherization material and package of weatherization materials installed in an eligible dwelling unit must be cost-effective.

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These materials must result in energy cost savings over the lifetime of the measure(s), discounted to present value, that equal or exceed the cost of materials, installation, and on-site supervisory personnel as defined by DOE.

Per the terms of the BIL, higher wage rates on multifamily buildings with not fewer than 5 units may not meet the cost-effectiveness requirement established in regulation, whereas the same measures would be cost-effective if installed on low-rise buildings. Therefore, as per WPN 10-4, for purposes of calculating cost-effectiveness, a local agency may use either the weatherization labor rates or the commercial prevailing wage for weatherization measures installed in high-rise buildings. However, in accordance with BIL requirements, prevailing wages for labor must be paid.

Basic Records

The Grantee and subcontractor shall maintain the full social security number and current address of each covered worker. This list must be retained until the DOE BIL Grant is closed (at minimum through 2027).

Weekly Payrolls

 All weekly payrolls must be submitted on the U.S. Department Of Labor (DOL) form WH-347, or by a form approved by Bureau of Community Action and Economic Opportunity (BCAEO). Form WH-347 is available from the Wage and Hour Division website at:

http://www.dol.gov/whd/forms/wh347.pdf

- Grantees with crews Grantee staff completes and sends WH-347 with **original signature** weekly to BCAEO.
- Grantees with subcontractors subcontractor completes and sends WH- 347 to the Grantee. The Grantee reviews payrolls for DBA compliance and then forwards original signature payrolls to BCAEO. A signed and dated "Confirmation of Review" form must accompany all payroll records submitted.
- Subcontractors and Grantees with crews must submit their payrolls within seven working days of the payroll date.
- Grantees with subcontractors must batch the submitted payrolls and submit weekly to the BCAEO.

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- The WH-347s shall be numbered sequentially through the entire BIL Agreement period. If a subcontractor has no DBA work during a week, a numbered SF-347 shall be submitted with "NO WORK" noted on the form.
- For subcontractors, weekly payrolls shall be submitted to the Grantee by the subcontractor(s). If subcontractor worked for more than one Grantee during the week, the Addendum to Payroll Certification Form 347 should be completed and attached.
- Owners who perform duties of laborer or mechanic Bona fide owners who are exempt pursuant to Department of Labor regulations, found at 29 CFR Part 541, are not laborers and mechanics and are not subject to the DBA. The owner must provide documentation to the Grantee demonstrating that he/she is truly a bona fide "owner." This would include information such as the individual's Federal Tax ID number and a copy of the business license to assure the entity it is contracting with is a company and who is the owner(s). This documentation must be placed in the subcontractor's file. If the owner has no employees and is not going to hire anyone, then the owner would be exempt from the DBA and there is no requirement to complete a certified payroll.

If, however, the owner has employees, the WH-347 must be completed and submitted. The owners who also perform construction work should list themselves on the certified payroll and under the column for "Work Classification" insert the word "owner." Additionally, the owner of a contracting or subcontracting company, or authorized officer or employee who supervises the payment of wages must sign the Statement of Compliance for the certified payroll.

Completing the WH-347

- In general, follow the DOL Instructions for Payroll Form, WH-347.
- Project and Location Enter "DOE BIL WAP" and city(ies) where work was done.
- Project or contract number Enter Grantee name
- Name and Individual Identifying Number Enter employee name, last four digits of SSN (or other employer ID number, city where work was done and Wx Job number (if known).

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- If subcontractor worked for more than one Grantee during the week, the Addendum to Payroll Certification Form 347 should be completed and attached.
- Use a separate line for each job the individual worked during the report week, or, use the Addendum to indicate multiple job sites.

Davis Bacon and Basic and Payroll Records Submission

Submit your weekly payroll certification forms with the signed **Review Confirmation Form** to:

Department of Health and Human Services
Bureau of Community Action and Economic Opportunity
PO Box 30037
Grand Tower, Suite 1105
235 South Grand Avenue
Lansing, MI 48909-7537
ATTENTION: Davis Bacon Payroll

Davis-Bacon Poster

A copy of the DOL poster WH1321, "Notice to Employees," and the schedule of prevailing wage rates must be visible to workers at the work site, or in the contractor's office, if the workers meet there daily before going to the work site. For the Contracting Office space on the poster, enter "Bureau of Community Action and Economic Opportunity, (517) 241-4871."

Monitoring

The Grantee is required to complete at least one on-site review of each subcontractor within the first two months the effective date of this Item or within two months of contract signing, whichever is later, to initially ensure compliance with all DBA-related requirements. During this process the Grantee must review the site to ensure that the required Davis Bacon information (poster and applicable prevailing wage rates) is present and in clear sight. It should also be determined if the current workers are aware of their rights under Davis Bacon. During these visits, the

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Grantee must interview at least 25% of the workers, using form **SF-1445**, **Labor Standards Interview**, to ensure certified payrolls state the proper amounts paid. If the workers cannot confirm the payroll reported, further investigation and discussion will have to be performed with the subcontractor to ensure reporting was accurate. Interviews should be performed on at least 25% of the staff on-site. A follow-up visit is required at least once annually or if the staff of the contractor has significantly changed subsequent to the initial on-site review. This applies to <u>ALL</u> subcontractors of the Grantee.

Sampling of the pool of subcontractors will not be allowed for this procedure.

A summary of the site visit and copies of the interview forms must be submitted within 30 days of the site visit to:

Department of Health and Human Services
Bureau of Community Action and Economic Opportunity
P.O. Box 30037
Grand Tower, Suite 1105
235 South Grand Avenue
Lansing, MI 48909-7537
ATTENTION: Davis Bacon Payroll

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1705 – BUY AMERICAN

REFERENCES

Weatherization Program Notice BIL 22-1

POLICY

The BIL included a new "Buy America, Build America" section which created a number of new responsibilities and requirements, including a new—permanent—Buy American domestic preference requirement for all iron, steel, manufactured products, and construction materials used in certain financial assistance projects. Title IX of HR 3684 "Build America, Buy America" broadens coverage to include nonferrous metals, such as copper used in electric wiring; plastic- and polymer-based products; glass, including optical fiber; and certain other construction materials, such as lumber and drywall. This new requirement applies to "infrastructure projects," as those terms are defined by the act:

"Projects" is defined as the "construction, alteration, maintenance, or repair of infrastructure in the United States."

"Infrastructure" includes the structures, facilities, and equipment for, in the United States:

- Roads, highways, and bridges;
- Public transportation;
- Dams, ports, harbors, and other maritime facilities;
- Intercity passenger and freight railroads;
- Airports;
- Water systems, including drinking water and wastewater systems;
- Electrical transmission facilities and systems;
- Utilities:
- Broadband infrastructure: and
- Buildings and real property.

Though requirements and applicability are still being internally determined, it is a near-certainty that this requirement will apply to WAP-funded work. DOE must start applying this domestic preference requirement no later than May 14, 2022. A waiver process will be available, but waivers will be reviewed on a case-by-case basis and approval will depend on the specific facts and circumstances involved. Grantees should plan on exhausting all available options before applying for a waiver.

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Since the publication of WPN BIL 22-1, DOE has stated that the Buy American provision will apply only to publicly owned buildings. Privately owned buildings, including multifamily and other units owned by someone other than the occupant will not need to adhere to the Buy American provision. Additionally, DOE is seeking a waiver for publicly owned buildings. However, no official guidance from DOE has been released confirming the WAP exceptions to the Buy American rule.

Although enforcement of this rule may not be necessary to follow for the WAP, in the unlikely case that it is, Grantees should begin planning activities, such as ensuring any supplies of iron, steel, manufactured goods, or construction materials can certify, in writing, that their products are manufactured domestically. Additional guidance and instructions will be provided as it is developed.

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1706 - NATIONAL ENVIRONMENTAL POLICY ACT (NEPA)

REFERENCES

Weatherization Program Notice BIL 22-1

PURPOSE

Effective with WPN 20-1, DOE determined certain activities are categorically excluded from further NEPA review, absent extraordinary circumstances, cumulative impacts, or connected actions that may lead to significant impacts on the environment, or any inconsistency with "integral elements" (as contained in 10 CFR Part 1021, Appendix B) as they relate to the activities listed in the PY 2021 NEPA determination. These exclusions have continued in PY22.

POLICY

MDHHS-BCAEO has determined that all regular WAP activities are excluded from further NEPA review following the above referenced guidance. This does not mean they are excluded from SHPO consultation, and Grantees must follow SHPO guidance as specified in CSPM 619.

MDHHS-BCAEO is required to attend a DOE led online training covering NEPA and Historic Preservation that will be available in 2022. The training will target all WAP stakeholders and MDHHS-BCAEO will determine if Grantees will be required to participate in it after participating. The intention of the training is to better understand NEPA, Historic Preservation, and how to complete reporting requirements for each. DOE will notify MDHHS-BCAEO when the training is available, and MDHHS-BCAEO will in turn notify Grantees of its expectations of their participation after participating.

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1707 – WORKFORCE DEVELOPMENT

REFERENCES

Weatherization Program Notice BIL 22-1

PURPOSE

In addition to BIL requirements, DOE is applying several Administration priorities to the expenditure of these funds, including focusing funding on workforce development and diversity, inclusion, and equity on delivering funds and the benefits of funding across communities in the United States.

POLICY

With BIL funds, DOE anticipates significant opportunities in attracting, training, and retaining new employees and contractors to the WAP. Additionally, BIL funds provide an opportunity to diversify a high-quality and well-trained WAP, building the clean energy workforce. MDHHS-BCAEO has received a BIL T&TA allocation to support workforce development activities and has included a plan to attract, retain, or transition a local workforce needed to enable the project goals.

MDHHS-BCAEO plans to further outreach with workforce development partners. This may include, but is not limited to: unions, community colleges, potential supportive services, and use of Registered Apprenticeships or other joint, labor-management partnerships training programs, or other high-quality training models.

In addition, Grantees must ensure WAP workers receive comprehensive training on a regular basis, as defined in CSPM 618, for the position in which the worker is employed. DOE will assess the degree to which WAP contributes to high-quality job creation by supporting good-paying jobs with a free and fair choice to join a union and incorporate strong labor standards, such as through the use of project labor agreements. DOE will continue to develop resources to address any additional barriers and improve ability to increase workforce expansion and diversity. Further, MDHHS-BCAEO encourages its Grantees to braid funds to increase deployment of additional technologies (including electrification), workforce expansion, project construction, and in on-going operations and maintenance.

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1708 – EQUITY AND JUSTICE40

REFERENCES

Weatherization Program Notice BIL 22-1

PURPOSE

In addition to BIL requirements, DOE is applying several Administration priorities to the expenditure of these funds, including focusing funding on workforce development and diversity, inclusion and equity on delivering funds and the benefits of funding across communities in the United States.

POLICY

Justice40 is a whole-of-government effort to ensure that Federal agencies work with states and local communities to deliver at least 40 percent of the overall benefits from Federal investments in climate and clean energy to disadvantaged communities. For additional information, see Executive Order 14008, Federal Register: Tackling the Climate Crisis at Home, and the Office of Management and Budget (OMB) Memorandum 21-28. Additional guidance from OMB is anticipated.

In partnership with the Office of Economic Impact and Diversity, DOE WAP is working to institutionalize equity and energy justice throughout its programs. This may include policy updates, changes to reporting requirements, and the development of new programs and technical assistance resources. During 2021 DOE WAP met with stakeholders and developed an implementation plan for Justice40. DOE WAP plans to incorporate new metrics in program reporting, such as 9 digit zip codes for weatherized buildings pending OMB/DOE guidance, to more accurately measure the benefits delivered to disadvantaged communities. In addition, based on stakeholder input, DOE plans to continue program initiatives that will improve access to WAP services such as reducing deferral rates, investing in workforce development (including as feasible community benefit agreements), and incorporating non-energy impacts in the costeffective test for services. DOE will continue to work with its providers and develop resources to address additional barriers and improve approaches to targeting and serving highest energy burden and disadvantaged communities. DOE has continued stakeholder engagement to inform any new reporting requirements and program initiatives and anticipates this work will span beyond Justice40 to encompass Diversity, Equity, Inclusion and Accessibility. In addition, DOE will provide TA to Grantees to better target resources to high energy burden households and to increase the application and utilization of funding in disadvantaged communities.

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1709 - FUEL SWITCHING AND ELECTRIFICATION

REFERENCES

- Weatherization Program Notices BIL 22-1,19-4, 22-7
- Weatherization Assistance Program Memo 094

PURPOSE

To achieve the Administration's goal of delivering more equitable clean energy Grantees may prioritize fuel switching and electrification as allowable in the WAP.

POLICY

In an effort to achieve the Administration's goal of delivering more equitable clean energy, Grantees are reminded they may perform cost-effective fuel-switching installations as outlined in current DOE guidance (WPN 19-4) utilizing any combination of funds available including E&I and SERC funds for this purpose. Health and Safety related fuel-switching is also allowed as outlined in the current DOE guidance (WPN 22-7). Any Grantee that desires to administer fuel-switching may submit a request to implement the necessary procedures and policies to MDHHS-BCAEO@michigan.gov. Please see CSPM 610 for more details on fuel switching allowability.

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1710 – DATA REQUESTS AND CONFIDENTIALITY – ADDITIONAL GUIDANCE

REFERENCES

Weatherization Program Notice BIL 22-1

PURPOSE

To supplement guidance in CSPM 623 on Participation in Weatherization Related Evaluations, Studies, and Surveys

POLICY

Participation in Additional Evaluations/Studies

With the increase of T&TA BIL funding, DOE WAP plans to invest in national program evaluations to update previously completed studies and assess the progress and success of new programs. MDHHS-BCAEO and Grantees will be expected to participate in these studies.

Retrospective evaluations will provide insight on program outcomes such as:

- Energy and non-energy impacts
- Benefits delivered to disadvantaged communities
- Weatherization workforce demographics and diversity

Grantees must adhere to all the rules and parameters for participation in studies outlined in CSPM 623. All requests to participate in Weatherization related Evaluations, Studies, and Surveys must be submitted for approval to MDHHS-BCAEO.